DOCUMENT RESUME

ED 243 598 PS 014 367

AUTHOR Rooney, Teresa
TITLE Who Is Watching Our Children? The Latchkey Child Phenomenon.
INSTITUTION California State Legislature, Sacramento. Senate Office of Research.
PUB DATE Nov 83
NOTE 48p.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *After School Programs; Emotional Problems; Employed Women; Government Role; *Needs Assessment; Safety; *School Age Day Care; *State Programs
IDENTIFIERS California; *Latchkey Children

ABSTRACT

This report explores the latchkey dilemma and reviews possible effects this situation may have on the physical and psychological well-being of children. Following a brief executive summary, the first section discusses the emergence of the problem and the availability of child care. Characteristic problems and consequences for children left alone are presented in the second section. The third section describes the scope of the problem, offering discussion on topics ranging from the working status of parents to future concerns. Finally, California's role in school-age child care through direct and indirect subsidies and licensing activities is described in the last section. A bibliography is appended. (BJD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

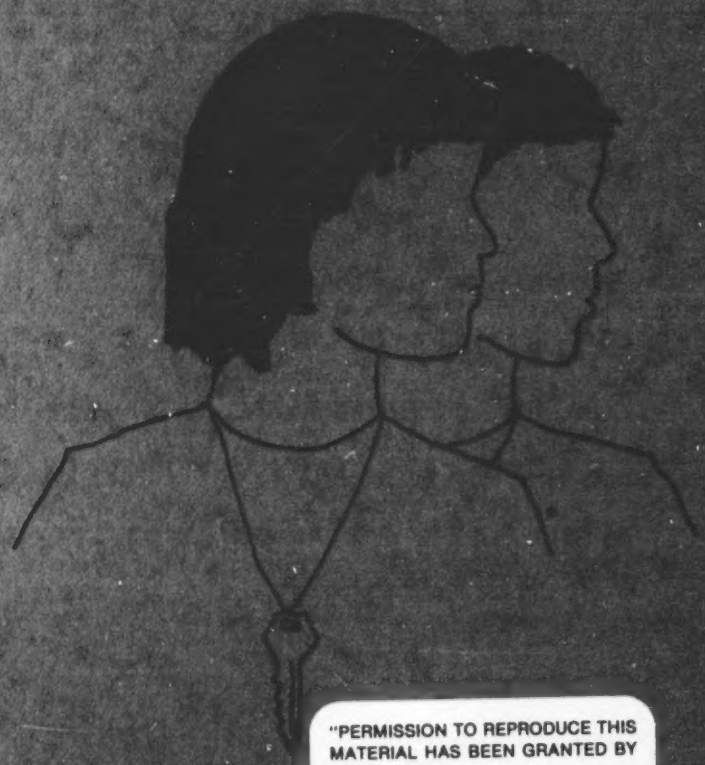
☐ This document has been reproduced as received from the person or organization originating it.

☒ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

ED243598

WHO'S WATCHING OUR CHILDREN?
The Latchkey Child Phenomenon



PS 014367

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Josette Prinzing
Senate Office of Research (Calif.)

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Prepared by:

Senate Office of Research
Elisabeth Kersten, Director
November 1983

C A L I F O R N I A L E G I S L A T U R E

SENATE OFFICE OF RESEARCH

Elisabeth K. Kersten, Director

November 1983

The Honorable David Roberti, President pro Tempore of the Senate
The Honorable Members of the California State Senate

Dear Mr. President and Members:

At the request of Senator David Roberti, the Senate Office of Research has prepared this report documenting the expanding occurrence of the latchkey child phenomenon.

Current changes in the socioeconomic structure of family life lead to a marked increase in two-career couples and working, single parents. Correspondingly, the number of school-age children left to fend for themselves each afternoon also rises.

Supervised child care is the desirable option, yet quality day care is not always readily available. The demand for child care far exceeds the supply and the cost is often prohibitive. Hence, the only viable solution for many parents is to give their children a key and allow them to return home alone after school.

This report makes no legislative recommendations. Those will come later. This report explores the latchkey dilemma and reviews the possible effects this problem may have on the physical and psychological well-being of the latchkey children.

Sincerely,

Elisabeth Kersten

ELISABETH KERSTEN

EK:cpr

1100 J STREET • SUITE 650 • SACRAMENTO, CALIFORNIA 95814 (916) 445-1727

WHO IS WATCHING OUR CHILDREN?

The Latchkey Child Phenomenon

Prepared by: The Senate Office of Research

Project Director: Joselle Prinzing

Researcher and Primary Author: Teresa Rooney

Editor: Beth Bonbright

November 1983

Additional copies of this publication may be purchased for $2.75 from the Senate Office of Research, 1100 J Street, Suite 650, Sacramento, CA 95814. Please add 6% sales when making checks payable to Senate Rules Committee.

Senate Office of Research
(916) 445-1727

EXECUTIVE SUMMARY

Each day, at least six million young children throughout the nation return to an empty house after school. In California, this figure is between 620,000 and 815,000. Although older children are often able to assume the responsibility of being alone and may even benefit from the experience, many others are not so fortunate. Most of these "latchkey children", especially the younger ones, spend countless afternoons home alone facing fear, loneliness and boredom.

Generally, the phrase "latchkey children" refers to young people between the ages of five and thirteen who are either: (1) left unsupervised on a regular basis, or (2) frequently cared for by an older sibling or other legal minor.

The problem of the latchkey child is not new. During World War II, mothers and fathers alike were needed in wartime industry, leaving their children alone to fend for themselves. Dissatisfaction with this situation led Congress to pass the Lanham Act in 1942--a federal program which provided funding for child care centers--reflecting an unprecedented national commitment to child care.

Today, the need for adequate day care is every bit as pressing as it was in 1942, perhaps more so. Women have been entering the workforce in rapidly growing numbers. This year, 60% of all mothers with children under 18 years old are active in the labor force. Coupled with this increase is the significant rise in single-parent households, primarily headed by women.

The latchkey child phenomenon crosses income, racial and social boundaries. However, it remains a greater problem for low-income populations, simply because the cost of child care may be prohibitive. Parents most successful in placing their child or children in after-school care are those who are able to afford the cost, which averages $117 per month for each child in center-based programs and $121 per month per child in home-based programs. The majority of parents unable to find appropriate caregivers are single-custody parents, many of whom receive Aid to Families with Dependent Children (AFDC). Families who cannot afford the high cost of child care are those most likely to be forced to leave their children in latchkey situations.

Current transformations in socioeconomic norms and family structure lend no stability to an already volatile environment. The latchkey child is often vulnerable to hazardous situations and influences which may inflict physical or psychological harm or induce antisocial behavior. Parents are justifiably concerned about the safety of their unsupervised children in a social climate of growing distrust and insecurity.

The magnitude of the latchkey child phenomenon has been generated, in part, by the lack of appropriate school-age child care. Not only are there insufficient numbers of child care spaces available, but present licensing requirements are designed primarily for preschool programs, making the limited existing spaces unsuitable for school-age care.

Federal standards for child care services were eliminated in 1981 when Congress passed the Reagan Administration's social services block grant legislation. Now the states are obligated to set their own standards and to enforce them. The new standards imposed by many states are deficient or restricted in their application.

California is the only state which provides a public subsidy for a child care information and referral service. The California Child Care Resource and Referral Center is a network created to educate parents by introducing them to the essential elements of high-quality child care, and to provide them with a listing of the vast variety of licensed care facilities available. Unfortunately, the demand for high-quality, affordable child care far exceeds the supply of adequate licensed providers.

This report deals with the origins of the latchkey phenomenon, the scope of the problem, characteristics and consequences of the latchkey lifestyle, and California's role in school-age child care.

This report does not make specific recommendations for legislative action; we are currently preparing a menu of options which we will be presenting to the Members of the Senate during the coming two months.

TABLE OF CONTENTS

Page

EXECUTIVE SUMMARY

CHAPTER 1. THE EMERGENCE OF THE LATCHKEY CHILD PROBLEM.... 1

Work Patterns and Living Arrangements of Women..... 2
Affordability, Availability and Accessibility of Child Care..... 6
Child's Preference..... 8

CHAPTER 2. THE LATCHKEY EXPERIENCE: CHARACTERISTICS AND CONSEQUENCES..... 9

After-school Routine..... 9
Effects..... 10
Effects on Parents..... 16

CHAPTER 3. SCOPE OF THE LATCHKEY CHILD PHENOMENON..... 17

Difficulties in Determining the Scope of the Problem..... 17
Overview of Children and Working Status of Their Parents..... 18
How Many Children are Latchkey Children?..... 20
What Does the Future Hold?..... 22

CHAPTER 4. THE STATE'S ROLE IN CHILD CARE FOR THE SCHOOL-AGE CHILD..... 23

Direct Subsidy Programs..... 24
Licensing Activities..... 31
Indirect Subsidies..... 33
Summary..... 35

APPENDIX A. FOOTNOTES..... 36

APPENDIX B. BIBLIOGRAPHY..... 38

CHAPTER 1

THE EMERGENCE OF THE LATCHKEY CHILD PROBLEM

> Eight-year-old Bobby comes home from school each day to an empty house. He quickly locks himself in, turns on the TV at high volume to drown out noises, and arranges his books on the kitchen table to look as though he is doing homework. Finally, Bobby rushes to his hiding place in a narrow hallway, where he remains huddled against the basement door, "hands a few inches from the phone, and eyes on the front door, until his parents return home from work hours later".[1]
>
> A nine-year-old girl in Detroit was left in charge of her little brother and sister while their parents worked. While the child was making breakfast, fire broke out in the kitchen. The youngster, who had received no emergency training, opened a window 'to let out the fire,' then went to school. When she got there, her teacher smelled smoke on the child's clothing, learned about the fire, and ran to attempt to rescue the tots. The little boy, age two, died and his year-old sister was seriously burned.[2]

The above provide just two examples of possible lifestyles of the latchkey child and the potentially serious consequences for children left unattended. Although seemingly extreme, such cases do occur.

Why, in the face of a declining school-age population, are nearly six million children left unsupervised each day? The answer lies in a variety of social and demographic trends, including: greater labor force participation by women; higher incidence of families headed by a single parent (primarily women); modifications of the nuclear family structure; and changes in neighborhood and extended family ties. When considered as a whole, these trends have modified the overall environment in which our children are nurtured, and have contributed to the growing number of school-age children needing child care. At the same time, current economic realities, the scarcity and cost of child care, and the reduction in traditional after-school recreational activities provided by public entities have led to a substantial increase in

the number of latchkey children. Until recently, the plight of these children received little public attention.

WORK PATTERNS AND LIVING ARRANGEMENTS OF WOMEN

Coupled with a substantial increase in the proportion of mothers who work outside their homes is an equally substantial increase in the percentage of children living in single-parent households. These dramatic changes in the basic societal structure and family orientation have, in turn, contributed to the significant rise in the number of children living in poverty and to the rapid growth of the latchkey child phenomenon.

Labor Force Participation

During the past two decades, vast numbers of women of all socio-economic levels have joined the workforce. In 1940, mothers working outside their homes were the exception rather than the rule: only 9% of mothers were in the labor force and 28% of women overall. Just six years later, the proportion of mothers in the workforce had doubled to 18%, while the corresponding rate for women overall had only risen slightly to 31%. Between 1940 and 1976, the labor force participation rate of mothers increased more than fivefold, constituting what is certainly one of the most significant alterations ever to take place in the labor force. By 1979, more than half (nearly 17 million) of all mothers with children under age 18 nationwide and 1,728,360 such mothers in California, were in the labor force working outside their homes. Some predict that this proportion will reach two out of every three by 1990.

Single Parents: Family Responsibilities, Work Patterns and Salaries

A factor closely related to the increase in working women and working mothers, in particular, is the growing number of families headed by women. In 1950, only 9% of all families, or 3.6 million, were maintained by women (including women who had never been married or were widowed, divorced or separated). By 1979, the figure had risen to 15% of all families, or 8.5 million. A large portion of these women (63%, or 5.3 million) had children under 18 years of age. Indeed, by March 1979, 18% (or 108 million) of all children under 18 were living with a single parent.[3] The fact that greater numbers of women now raise their children alone is partially a result of the higher divorce rate and growing practice of childbearing outside of marriage. Currently, one of every two marriages ends in divorce. As a result, one-third to one-half of all children born in the 1970s are expected to spend at least a few years in a female-headed family before they reach the age of 18.

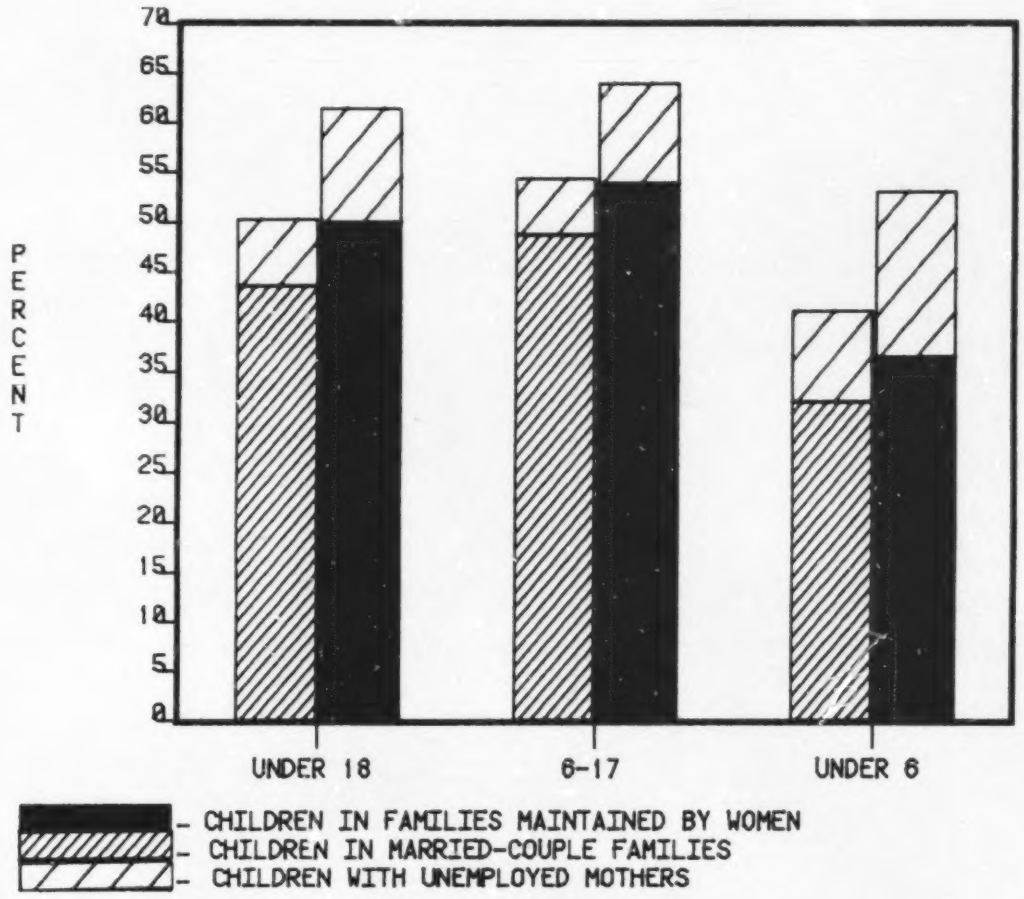
The absence of a spouse at home to care for the children and the potential economic restrictions inherent in single-parent situations make the incidence of latchkey children far greater in single-parent homes. A study by Long and Long showed that between 40% and 44% of latchkey children lived with a single parent, usually the mother. All children not categorized as "latchkey" lived with two or more adults.

Figure 1 shows that children in families maintained by women have a higher percentage of mothers who work and a much higher percentage of mothers who are unemployed, compared to children in married-couple families. At the extreme, 16.7% of children under

six in families maintained by women are dependent upon an unemployed mother, compared to 9.0% of children in married-couple families.

Figure 1

Percentage of Children, by Age and Family Type, With Mothers in the Labor Force, 1979



The child care difficulties of working women are compounded by their relatively poor wages. In 1980, women working full-time averaged about $6 for every $10 earned by men. Their relative earnings have not changed appreciably in more than 20 years. In

1979, women who maintained their families alone averaged less than $11,000 annual earnings, while men in married couples and men maintaining families alone averaged approximately $17,000 annually. Married couples in which both partners worked averaged nearly $26,000 annually. Finally, far more women live in poverty than men. More than 10 million women were living in poverty in 1978, compared with 5.6 million men.[4]

Because of the wide gap between salaries of men and women, the need for child care is particularly acute among families headed by single women. With less than half the income of two-parent families, it is especially difficult for single-parent families and female-headed households to afford after-school child care at an average monthly cost of $117 to $121 per child. For many, it is impossible without financial assistance from the state. Lacking child care resources, children may be forced to fend for themselves.

Additionally, studies show that over half of all non-custodial parents (primarily fathers) reduce or stop their child support payments within the first year after divorce. The average child support award in California is $125 per month. There are no statewide standards or guidelines for setting child support awards, and the courts do not have access to federal or state tax return information for setting or modifying child support awards.

Family Structure and Mobility

The structure of the nuclear family itself has undergone other important changes that contribute to the latchkey child problem. There are far fewer extended family members living together, a factor which contributes to the gradual decline in average family size. Long and Long note that "in one generation the number of homes having a third or fourth adult has dropped from roughly 10

percent to less than 4 percent."[5] The typical family is now much smaller, resulting in fewer additional live-in adults or teenage siblings to care for younger children. Children who do care for younger siblings tend to be young themselves--often merely a few years older than the siblings in their charge.

The heightened mobility of modern society encourages families to move more often, disrupting ties with relatives, friends and neighbors. Where families could once rely on nearby grandparents or other relatives for child care, now they are often isolated in populous, often frightening, cities where even their immediate neighbors are strangers. Age-segregated housing patterns that separate younger and older families also contribute to the lack of traditional support systems for working mothers.

AFFORDABILITY, AVAILABILITY AND ACCESSIBILITY OF CHILD CARE

Ability to pay for organized child care bears heavily on the decision of many parents to leave their children unattended. Not only does economic necessity require single- or two-parent families to work, but child care costs often cut deeply into the family budget. Finding adequate, affordable child care is a significant problem for working mothers. The growing public investment in child care has emphasized the needs of the preschool-age child, leaving many mothers of elementary school children (ages 5 to 12) without viable options.

The wide gap between the need for school-age child care and availability of child care spaces is closely related to the incidence of latchkey children. Society's response to the situation has lagged far behind the need. There are approximately five million children under age 14 in California, more than half of whom have mothers in the workforce, yet there are

only 500,000 licensed child care spaces. California does not have licensing regulations specifically for school-age care. Without appropriate licensing regulations, California cannot guarantee adequate care. Although nationwide data about the number of licensed child care spaces no longer exist, informal national surveys indicate there are fewer options for adult supervision today than there were just five years ago.

In 1977, only 1.2 million children throughout the nation could be cared for in licensed day care arrangements (including both pre-school and school-age care) despite the fact that at least 13 million children under 13 had both parents employed full-time.[6]

After-school Activities

Traditional forms of after-school activities have been cut back because of budget constraints. Primarily due to local taxing restrictions imposed by Proposition 13, library hours, free access to parks and recreational facilities, and extracurricular school activities have all been cut back.

Accessibility: Transportation Problems

Transportation is one of the most critical problems faced by parents seeking after-school child care. Many children attend school outside their neighborhoods, and most child care programs are unable to provide transportation services from the school site. Unless child care programs are located at the school or a nearby facility, most working parents have no means of getting their child from school to day care. Public transportation and walking are often too complex or too dangerous, particularly for a young child. Instead, the child returns to the neighborhood home alone until a parent returns from the workplace. Location

is, in fact, the number one consideration of parents in choosing a child care facility, followed in order by cost and programming.

CHILD'S PREFERENCE

Another factor that can strongly influence parents' decisions regarding child care is the preference of the child. Older school-age children, 10 or 11 years old, may resist attending a formal child care setting. They want and need to develop a sense of independence and responsibility and to gain experience in the community at-large. If school-age programs are not designed appropriately, these children simply will not attend. For parents faced by budget constraints, a child's resistance to "babysitting" may mean the difference between supervision and a latchkey child situation.

Given that there are not enough child care spaces available and that cost and transportation difficulties limit many parents' access to available programs, many parents have little choice but to leave their children to face the after-school hours alone.

CHAPTER 2

THE LATCHKEY EXPERIENCE: CHARACTERISTICS AND CONSEQUENCES

AFTER-SCHOOL ROUTINE

Latchkey children typically spend between 1 and 3 hours each day alone. In a survey of children in Washington, D.C., it was found that on the average, a single latchkey child is left alone for 2[illegible] hours each day, while those left with a sibling are left for 3 hours a day.[7] What do these children do during the hours that they must remain alone each day? For some, the school yard becomes their afternoon home. School principals are often most familiar with those children who do not have parents at home, since they "hang around" long after the other children have left.

"Latchkey" is an 18th Century term referring to the tool used to lift the latch on a door. For those children who do go home to their empty house, the term "latchkey" is quite appropriate as they must carry a house key. The loss of a key can present a serious problem for the child. Of the latchkey children interviewed, about one-third indicated if they misplaced their key, they would wait outside or at a neighbor's house, or obtain an extra key from a nearby adult. It is possible that at some time during the year, a large number of these children may face a very long wait in adverse conditions until the parent or parents return home.

Playing Outside and with Friends

In a 1980 Washington, D.C. survey, Long and Long found that 43% of those left alone and 33% of those left with siblings were not allowed to play outside. The vast majority (80%) of children left alone were not allowed to have friends visit. About 40% of the latchkey children who did not stay with a sibling were totally isolated from peers, and 30% of the sibling group were

similarly isolated. The vast majority (75% to 90%) of the non-latchkey children interviewed were allowed to invite friends over and to play outside.

EFFECTS

The latchkey lifestyle can have a detrimental effect on many children, particularly those who are under age 12. Child development specialists differ in their views on older latchkey children (aged 12-17). Some proclaim the positive aspects of the latchkey experience--mastery of self-help skills, assumption of responsibility, enhancement of problem-solving capabilities, and development of independence and trust. Yet many others argue that the lack of supervision can encourage experimentation with sex and drugs, foster delinquent behavior, or hamper the child's social and emotional growth. The children often feel cheated.

Small studies, such as those by the Longs and by Garbarino, have generated the most data about how children respond to the latchkey situation. Three general categories of "effects" have been examined: physical risks, short- and long-term emotional effects, and negative impact on the community (i.e., delinquency).

Physical Dangers: Accidents, Fires and Injuries

For children left without adult supervision, minor emergencies can become life-threatening crises. Injuries or kitchen fires that would present only minor concern to an adult are incidents that children may have little capability to handle. Available data clearly indicates that many latchkey children do, at some time, have to deal with emergency situations. Among children who had been in a latchkey situation for an average of nine years, more than half had experienced a serious emergency.[8]

The most common danger faced by unsupervised children is injury due to accidents--the primary cause of childhood deaths. These accidents range from fires and poisoning to firearms and falls. The risk of physical harm is highest among children who do not know basic survival skills. Although many parents do teach their children these skills, incidents have been reported in which latchkey children did not have even the most basic knowledge of how to handle emergencies. As cited in Chapter 1, the child from Detroit opened the windows of her house to "let the fire out", then left two toddlers alone in the burning house as she departed for school. Of all deaths among children resulting from fires, most occur when children are left alone. One in six calls to the fire department in one major city involved children left alone. Even a child who knows how to extinguish a fire may be physically unable to do so.

Non-fire-related injuries also are a common risk--and one to which latchkey children in particular must be taught how to respond. Poison control centers, for example, are aware of the greater incidence of this kind of accident among unsupervised children.

These physical risks may be more common to latchkey children for reasons germane to their situation. The latchkey child may be bored and lonely, leading to a greater likelihood that he or she will experiment with something "new" like matches. With no adult to supervise these activities, the child's behavior continues unchecked, tempting fate.

Other Physical Risks: Sexual Abuse

Aside from the emergencies that children may face, there are other more insidious and perhaps, in the long run, more damaging risks to the latchkey child. There are suggestions that these

children face a higher risk of neglect or abuse by siblings and non-parent adults. The California Consortium of Child Abuse Councils has been active in educating the public and government officials about the connection between child abuse and the latchkey situation. Garbarino's 1980 survey of latchkey children indicated that they may be more prone to sexual victimization by siblings and non-parental adults. Another study of sexual assault by Finklehor reported numerous incidents of unsupervised children being victimized.

The Longs also found that sexual exploitation was not an uncommon experience among latchkey children. Most frequently, older brothers abused sisters, although brothers were occasionally victims and sisters perpetrators. Sexual advances were often accompanied by threats of other harm if the exploited child told the parents. For any child, it is difficult to admit being sexually abused. For the latchkey child, it is an even more difficult and frightening situation since he or she may be taken advantage of at any time.[9] Even without further documentation, common sense tells us that a lone child makes an easy "target" for an abusive sibling or adult.

Emotional Effects

The emotional impact of the latchkey situation depends upon the age and maturity level of each child and other environmental conditions as well. For some children, the responsibility associated with being unsupervised can be an undue burden. When a child assumes adult roles and responsibilities prematurely, he or she may experience unnecessary stress and fears.

1. Loneliness and Isolation

Some of the children that Garbarino (1980) surveyed felt isolated, ignored, rejected or separated from their peers and adults. The Longs' studies highlighted the child's feelings of loneliness and boredom--the number one complaints of latchkey children.

The loneliness experienced by a latchkey child is not surprising in light of the typical after-school routine of these children. Many latchkey children are not allowed to play outside or invite friends into their homes. For those who are not left with a sibling, being a latchkey child may mean total isolation.

The lifestyle of the latchkey child may be affected by the environmental conditions of the community. Unfortunately, the latchkey phenomenon appears to be most prominent in urban areas where external factors may force parents to restrict their children to a locked home.

2. Fears

The fear of being left alone is a common experience for latchkey children. Zill's (1983) study of children aged 7 through 11 indicated that 32% of the boys and 41% of the girls were worried when they had to stay at home without adult supervision. The concern most frequently mentioned by the children was that someone "bad" might get into the house.

The children in the Longs' 1981 survey pointed out the same fears. The interviewers who spoke with latchkey children classified 1 in 3 of those left unattended and 1 in 5 of those cared for by an older sibling as expressing unusually high levels of recurring fear. The children used various methods of coping with

these fears: hiding under the bed, in the closet or in the bathroom, turning up the television, calling their parents, staying at school, or making "rounds" through the house to check for suspicious activity. None of the "non-latchkey" children was classified in the high-fear category. This is not surprising since children tend to feel more secure in the presence of adults.

3. Long-term Social and Cognitive Adjustment

There may be long-term problems for the latchkey child, such as lowered achievement and increased social and emotional handicaps. Childhood is a time for interacting with peers, learning from adult role models and testing new experiences. Children who are restricted to their homes, alone, every day of the week miss out on some of these opportunities, which likely affects their long-term socialization.

In an effort to protect latchkey children from risks, parents may be fostering emotional problems because of the children's daily isolation. Interviews with adults who were formerly latchkey children highlight the long-term impact of isolation. Many attribute undue shyness to the latchkey experience, while others feel they lack social skills and are unable to communicate easily with others:

> Linda grew up in Sacramento with her parents and two sisters. When she started kindergarten, her mother returned to work. Linda got herself ready for school each morning, and cared for herself from the time she returned at 2:15 until her mother arrived at 4:30. Although she was physically safe, Linda felt it was difficult to deal with the latchkey situation emotionally: "I felt abandoned. . .The house was very large and I was so small. . .I would turn on the TV to block out the noises."

At the age of 30, Linda is still unable to fall asleep easily and is plagued by recurrent nightmares. Being alone so often as a child still affects her relationships with other people. She feels a need for other people, but protects herself from a fear of being hurt by turning away from them. In essence, Linda has continued her childhood latchkey situation by isolating herself in adult life.[10]

The latchkey child may also experience difficulties in cognitive functioning and personality adjustment. One study of 5th grade black ghetto children in Philadelphia--albeit a somewhat limited sample of children--suggested that girls who had little or no maternal supervision during the summer and during certain periods of the school day differed from those who had almost continuous supervision.[11] The unsupervised girls were handicapped in both cognitive functioning and personality adjustment and were less self-reliant than their adult-supervised peers. Other studies also suggest that latchkey children may suffer long-term effects such as lowered achievement and increased social and emotional problems.

Influence on the Community

Unsupervised children are receiving more and more attention from law enforcement officials who attribute rising rates of vandalism, arson, shoplifting, vagrancy and other delinquent activities to idle youth. Latchkey children may be more prone to delinquent behavior. Anecdotal information from juvenile justice officials indicates that the link between delinquency and latchkey children is both logical and strong.

EFFECTS ON PARENTS

Guilt and Concern

Many parents feel a great deal of ambivalence and uncertainty about leaving their children alone. Parents fear burglaries, assaults, accidents or fires--all situations which can and do occur. Their child's emotional well-being is also an issue. Does the child have adequate companionship? Is he or she depressed, insecure or lonely? Does he or she watch too much television? Although these concerns are shared by all parents, whether their children are in self-care or not, the parent who is present in the home has considerably more control over the situation. The working parent may have no option but to endure the stress, fears and feelings of guilt.

There are some parents who are at least partially satisfied with the latchkey arrangement. A public education campaign may alert these parents to certain risks, of which they may be unaware, currently facing their latchkey children.

Work Productivity

For many working mothers of latchkey children, the hours between 3:00 and 5:00 p.m. are a time when it is difficult to concentrate on work. They are thinking about their children, calling to check up on them, or receiving frequent messages from them referring to any number of problems (e.g., arguments between siblings, emergencies). Studies have documented that as a result of these concerns, productivity declines and employees are reluctant to remain at the office beyond normal work hours.[12] The employer thus suffers because of the employee's inability to obtain child care. Some employers have solved this dilemma by sponsoring child care arrangements for their employees.

CHAPTER 3

SCOPE OF THE LATCHKEY CHILD PHENOMENON

The need for after-school child care has grown rapidly in the past few decades and will continue to grow in the coming years. Yet the volume of children who are left without adult supervision on a regular basis has not been fully acknowledged. Society is often unaware of the young children who are locked in their homes, playing on school grounds, or "hanging out" on the streets for hours each day. They are literally invisible children.

What is the scope of the latchkey child phenomenon and why is it difficult to determine precisely how many children are left unattended each day? Nationwide, there are approximately six million latchkey children, according to the most widely accepted estimates. In California, it is estimated that between 620,000 and 815,000 children between the ages of 5 and 13 are left without adult supervision during some portion of the day. These imprecise estimates highlight the relatively meager amount of information documented on the latchkey child phenomenon.

DIFFICULTIES IN DETERMINING THE SCOPE OF THE PROBLEM

Various estimates of the number of children left unsupervised exist, yet the exact count is virtually impossible to tally. Securing an accurate figure is critical before determining the need for child care statewide. Published estimates are generally quite conservative. Lack of community awareness and a variety of other factors contribute to the underreporting of the problem.

For instance, parents may be hesitant to admit they must leave their children unsupervised, either out of guilt, ambivalence about the situation or concern about their child's safety. Furthermore, varying definitions of the term latchkey child lead to widely different estimates of their numbers. If children left

without adult supervision (i.e., those with older siblings or young babysitters) are included, the magnitude of the problem may be two or three times greater than if the definition is limited to children with no supervision. Parents who leave several young children together without adult supervision may not consider them to be "unattended", and thus would not indicate that the children were in a self-care arrangement. Also, the age group used in defining latchkey children is important: the higher the upper age limit, the more children are in "need" of child care. Studies indicate that the number of latchkey children per classroom increases substantially in the third grade. Many parents seem to believe that at eight years of age their children are old enough to care for themselves.

Finally, data traditionally published by government agencies are relatively outdated and only cover broad categories, such as the number of children in each age group and the general number of licensed child care "spaces" available for these children. Specific figures are not available for children cared for by unlicensed individuals (e.g., neighbors, relatives or babysitters).

The estimates provided in this report pertaining to the number of children left unsupervised in California on a regular basis come from single-site surveys of children and parents, which provide a relatively accurate count for the area surveyed, and from estimates based on federal census and labor figures.

OVERVIEW OF CHILDREN AND WORKING STATUS OF THEIR PARENTS

Table 1 details the demographics of children and working mothers in the U.S. and California. California typically represents 10% of the national total population figures; therefore, the 10% factor is used to derive latchkey population estimates for California.

Table 1

Population of Children by Age Group and Working Status of Mothers
United States and California, 1982[13]

Age Group	Population (in millions) U.S.	California
Total under 18	63	6.5
Under 5	17	1.9
5-13	31	3.1
14-17	15	1.5
Children with Working Mothers:		
Total under 18	31.8	3.8

As Table 1 indicates, in 1982 the potential latchkey child population (ages 5-13) was 31 million nationwide and 3.1 million in California.

Many of these children, nationwide and in California, live in families in which both parents or a single parent work outside the home. Throughout the past decade, the number of children with working mothers has risen steadily, even though the actual child population has declined. Most of these working mothers are employed on a full-time basis.

Nationally, in 1981, 31.8 million children under age 18, approximately half of all children, had mothers who worked away from their home or who were seeking work. Among younger school-age children, the figures are quite similar: 15 million children aged 6 to 13 and 1.4 million five-year olds had working mothers in 1981.

In California, more than 3.8 million children under age 18 have mothers who work or are seeking work. Approximately 46% of the children under 6, or 1.04 million, and 65% of those aged 6 through 17, or 2.79 million, have mothers in the labor force or attempting to join the work force.

HOW MANY CHILDREN ARE LATCHKEY CHILDREN?

In 1975, the federal government estimated that approximately 10% (1.6 million) of all the children of working mothers nationwide cared for themselves during some portion of the day. Among the older children, ages 7 to 13, nearly 14% cared for themselves. Today, experts estimate that more than six million children across the nation practice self-care or are cared for by an older sibling. The higher estimate reflects the increase in the phenomenon as well as our greater awareness of latchkey children.

In today's families, we see fewer siblings and an increasingly small age differential between these siblings. The sibling "caretaker" may be merely a few years older than the child for whom he/she is responsible. Furthermore, it appears that young, non-sibling babysitters are being given increasing amounts of responsibility in the care of children.

Latchkey Children in California

There are approximately 620,000 school-age children in California who arrive home to an empty house each day. This figure is 10% of the estimated 6.2 million latchkey children nationwide. A higher estimate of 815,000 may be reasonable, however, knowing that (1) California has a large school-age population, (2) that the number of child care "spaces" available for school age children is limited, and (3) that many children live in single-parent households and/or in poverty. The most recent census data (1980)

for California showed that 18% of all children under 18 lived in single-parent, female-headed households. Nearly 19% of all children lived in families whose incomes were below the poverty level.

The care currently available for school-age children falls considerably short of the need. During fiscal year 1982-83, approximately 143,000 children were enrolled in child care programs that received state funds (i.e., subsidized programs). However, the majority of these spaces were reserved for infants and preschoolers. Based on published State Department of Education figures, it is estimated that just under 62,000 school-age children receive subsidized child care programs and services each year. Children over age 13 are not eligible for subsidized services.

A report published by the Commission on Child Care and Development Services estimated that in 1978, an additional 37,000 school-age children were in licensed, non-subsidized spaces. How many attended unlicensed programs is, of course, unknown. Compared with the large number of children whose mothers are in the labor force (about 1.6 million aged 5 through 13), licensed child care services are in short supply.

It is probable that in some communities, one child out of every three may be considered a latchkey child. For other neighborhood areas, an estimate of 11% or 12% of all school-age children may be more reasonable. The proportions are generally higher in urban areas and among lower income families.

WHAT DOES THE FUTURE HOLD?

Social trends have influenced the large number of latchkey children in today's society and are expected to continue contributing through the 1980s. Women will pursue further participation in the labor force indicating that by 1990, approximately 60% of all women with children aged 6 to 13 will be working outside their homes.[14] In California, the population in that age group of children is expected to reach approximately 3.3 million by 1990. Nationally, at least 18 million of the 6 to 13-year olds and 1.6 million 5-year olds will have working mothers.[15]

Thus, the problem of latchkey children promises to become increasingly serious during the 1980s. As more women join the workforce, and as more children are raised by single parents, the number of families who must find appropriate child care and the number of latchkey children will continue to escalate.

CHAPTER 4

THE STATE'S ROLE IN CHILD CARE FOR THE SCHOOL-AGE CHILD

To a great extent, the latchkey situation occurs because of the lack of affordable, quality after-school activities for school-age children. The number of school-age children has increased without comparable growth in formal and informal child care programs. Approximately 500,000 children can be served by licensed child care programs in California, yet there are five million children under 14 years of age and more than half have mothers in the workforce.[16]

California has a variety of state programs and responsibilities related to child care, which can be grouped in three general categories.

- Direct subsidy programs. Most parents must pay the cost of child care themselves. For those who are unable to afford this cost, the state provides financial assistance through publicly funded programs administered by the State Department of Education (SDE).

- Licensing activities. The Department of Social Services (DSS) has sole responsibility for licensing nonresidential child care facilities.

- Indirect subsidies. California provides an indirect subsidy of child care through an "income disregard" mechanism whereby families that are eligible for Aid to Families with Dependent Children (AFDC) benefits may receive higher grants to offset work-related child care costs. Both the state and federal government offer an income tax credit for child care.

The state's role in each of these areas is described in the following sections.

DIRECT SUBSIDY PROGRAMS

In the past, many parents were able to make informal arrangements with relatives or friends to care for their children. Now, more and more parents must purchase child care through formal arrangements with child care centers (serving more than 12 children), family day care homes (serving 12 children or less), and neighbors. California subsidizes child care programs for parents who are unable to afford the cost.

General Scope

In the current fiscal year (1983-84), California will spend approximately $269 million to subsidize child care and child development services. Less than $2 million of the $269 million consists of federal funds; the remainder is state funding. Slightly more than $32 million of the $269 million is appropriated specifically to the State Preschool Program, a half-day program serving four-year old children of low-income families. The remaining monies are used for public and private programs that serve infant, preschool and/or school-age children. At the end of fiscal year 1982-83, there were about 1500 child care centers subsidized by the State Department of Education, serving nearly 143,000 children. Not all of these children are school-age; some programs are limited to infants and/or preschoolers. Others only offer full-day care, excluding the school-aged children who only need care for a few hours each day.

Eligibility Requirements

In general, eligibility for subsidized care is based on family income, family status or parent employment/training status. Additional or alternate eligibility requirements exist for some of the special programs as implied by the program designations (e.g., campus child care, migrant day care, high school age parenting). Since the number of families eligible for subsidized child care is considerably larger than the number of available spaces, a priority system has been established. Children referred by a protective service agency because of abuse, neglect or risk of abuse have first priority. Other children qualify for subsidized day care when: (1) their parents are working, in training or looking for work and the family's income is below 84% of the state median income (about $22,000 for a family of four in 1982-83) or, (2) their family is receiving public assistance. Enrollment priority is given to families with the lowest income. Once enrolled, families can remain in subsidized child care (receiving partial subsidy on a sliding scale) until their income reaches the state median.

As a result of this income priority mechanism, the majority of families who use subsidized child care are at the the lower end of the income eligibility range or receive public assistance. Approximately 30% of the children in subsidized child care are in families that receive Aid to Families with Dependent Children (AFDC) benefits. Nearly 65% are in families referred to as "income eligible" (i.e., families that qualify for care because their income is less than 84% of the state median). A large portion of the income eligible families (41%) earn an income that is less than or equal to 54% of the state median.[17] Many working parents who are eligible, but at the upper end of the eligibility scale, cannot gain access to the subsidized programs.

Types of Programs, Funding Levels, Children Served

General descriptions of each type of child care program subsidized by the state are provided in the subsections following Tables 3 and 4.

Table 3 shows the funding levels and the number of children served by each program.

Table 3

Amount of Funding and Number of Children Served in Subsidized* Child Care and Development Programs (Does not include State Preschool Funds)

Program Name	Funding (in thousands) Estimated 1982-83 Expenditures	Budgeted 1983-84	Number of Children Served 1982-83 (estimated)
General Child Development Programs	$180,228	$187,711	115,258
Campus Child Care Centers	5,224	5,537	6,492
High School Age Parenting	4,171	4,625	2,222
Migrant Day Care	7,613	7,952	7,482
Alternative Payments Programs	13,647	17,584	11,493
Other Program-related Costs**	9,789	9,844	-
Subtotal: State and Federal	220,672	233,253	142,947
State Operations	4,268	3,000***	-
TOTAL	$224,940	$236,253	142,947

*Programs subsidized by the California Department of Education.
**Includes resource and referral programs, special allowances for rent and for handicapped children, campus child care bailout, special allocation for administrative hearings, and child care capital outlay.
***The amount for state operations is an estimate as of September 2, 1983.

Sources: Hamm, 1983, and Allen 1983.

Table 4 shows the age distribution for children served during October 1979, the most recent published information. One of the programs, High School Age Parenting, is limited to infant and preschool age children. The other programs may serve children through age 13, although the portion of enrollees who are school-age varies considerably.

TABLE 4

PERCENTAGE DISTRIBUTION OF CHILDREN ENROLLED IN SUBSIDIZED* CHILD CARE AND DEVELOPMENT PROGRAMS, BY AGE AND PROGRAM TYPE, OCTOBER 1979

Age (In Years)	PROGRAM TYPE							
	General Child Care							
	Center-based (n=13,285)	Home-based (n=39,193)	County Welfare (n=3,990)	Vendor Payment* (n=4,755)	Campus Child Care Center (n=3,001)	Migrant Day Care (n=1,961)	School-age Parenting (n=873)	All Programs (n=67,059)
Under 5	65.8	50.1	56.8	53.8	83.3	76.7	100.0	56.8
5	14.7	15.9	11.1	12.7	12.5	13.4	0.0	14.7
6-7	12.1	19.0	16.4	16.9	3.0	7.1	0.0	16.0
8-9	6.1	10.9	10.0	11.6	0.8	1.5	0.0	9.1
10-13	1.3	4.1	5.4	5.2	0.5	1.3	0.0	3.4
14 & over	0.0	0.0	0.4	0.0	0.0	0.0	0.0	0.0
TOTAL	100.0	100.0	100.1	100.2	100.1	100.0	100.0	100.0

*Subsidized by the California Department of Education.
**Currently referred to as Alternative Payment Programs.

1. General Child Development Programs

More than 115,258 children (80% of the total receiving subsidized child) care are in the general child development programs. These programs are run by public schools, private nonprofit agencies, city and county government and private agencies. Most of the children (88%) are served in center-based programs which typically operate five days a week, year around. A relatively small number of children (3,325) are cared for by home-based family day care providers.

Although some care is provided to infants, most general child development programs target preschool- and school-age children. As of 1979, in the center-based programs, the majority of children (66%) were under age 5. Only about 1% were age 10 years or older. The home-based programs served a slightly older group: approximately 50% were under 6 and 50% were 5 through 13. In county welfare programs (i.e., county child care services), 43% of the enrollees were 5 or older.

2. Campus Child Care

The Campus Child development programs serve approximately 6,500 children of students attending public and private colleges and universities each year. Most of the children (83%) are preschool-age. In addition to offering care to the children of students, these programs often serve as training sites for child development seminars associated with the university. Eligibility and program criteria are the same as other state-funded child development agencies. Funding is provided at the rate of 75% state funds and 25% local matching funds, except for certain community college centers, which are supported entirely by the state.

3. High School-age Parenting and Infant Development

This program, authorized by the Legislature in 1974, is designed to enable high school students who have children or who are pregnant to complete their secondary education. All of the children are under age 5.

4. Migrant Child Care

These centers primarily serve infants and preschool-aged children, who make up 77% of their enrollment. Only 10% are 6 years or older (see Table 4). The migrant child care centers operate seasonally. Most of the funding is provided by the

state. A small amount of money, less than $2 million in 1983-84, comes from the U.S. Department of Labor and from the Elementary and Secondary Education Act, Title I.

5. Alternative Child Care Programs

This program is designed to provide a broad range of child care options for parents needing subsidized care. The program is intended to reduce child care costs by testing workable, low cost child care programs that could be replicated in other areas. There are five alternative child care programs: (1) center-based child care, (2) family home-based child care, (3) vendor payment for child care, (4) resource and referral services, and (5) the capital outlay program. Parents choose the type of care they prefer. The programs often provide support services to parents and to providers, sometimes in cooperation with other community agencies.

6. Resource and Referral Programs

The California Child Care Resource and Referral Centers serve a dual purpose. They identify child care providers in their local area and assist parents in locating appropriate services. They provide technical assistance and material resources to new and existing programs. A total of 55 resource and referral agencies are located throughout the state in geographically defined service areas. These agencies serve all families regardless of income. In 1981, more than 99,000 children were served by the agencies. Most of the children were preschool age; only 18% were 6 years or older.[18]

Summary of Programs and Costs

Most of the state funding for subsidized child care is allocated to general child development programs. The specialized programs receive relatively little funding. A variety of services are

offered by the subsidized programs. All programs except for the Alternative Payment Programs must include the following components:

1. Educational services
2. Special needs (such as the needs of children who are non-English-speaking, handicapped, abused or neglected)
3. Health services
4. Nutrition services
5. Social services
6. Staff development
7. Parent education and involvement
8. Evaluation methods and procedures.

The subsidized child care fee is assessed on a sliding scale. Families with incomes below 54% of the state's median do not pay any fees. Those who earn between 54% and 100% of the state's median pay on a sliding scale that ranges from 50¢ to $12.00 per day. Until July 1983, public assistance recipients were exempt from these fees. AB 223 (Vasconcellos) (Chapter 323, Statutes of 1983) deleted this exemption and specified that recipients of AFDC and Supplemental Security Income-State Supplemental Payment benefits be assessed fees on the sliding scale.

The actual program costs vary tremendously, depending upon differences such as geographical location, number of children served and types of services offered. The maximum reimbursement by the state is $16.28 per day. The statewide average as of July 1983 was between $14.50 and $15.00 per day. Under the current reimbursement system, it is to the advantage of the child care provider to offer full day care. Financially, this works against providers catering to school-age children who only require part-time care.

LICENSING ACTIVITIES

The Department of Social Services has sole responsibility for licensing subsidized and non-subsidized child care facilities. Prior to July 1983, an interagency agreement between the Department of Social Services and the State Department of Education had allowed the State Department of Education to license the child care centers that it funded. Governor Deukmejian's 1983-84 budget transferred licensing responsibility back to the Department of Social Services. Licensing regulations cover basic health and safety standards, staff experience and staffing ratios.

Licensing of Subsidized Programs

Most of the programs subsidized by the State Department of Education are regulated under the Child Care and Development Services Act beginning with Section 8200 of the California Education Code. The purpose of this Act, passed by the Legislature in 1980, is to "provide a comprehensive, coordinated, and cost-effective system of child care and development services for children to age 14 and their parents. . ." (Section 8201). A small number of programs that were in operation prior to 1971 use less stringent regulations for staffing ratios. These regulations are contained in Title 22 (Division 2) of the California Administrative Code. In January 1, 1984, the regulations will be moved to Division 6 of Title 22.

Licensing of Non-subsidized Programs

The majority of licensed, non-subsidized day care centers and family day care homes are run by private proprietary and private nonprofit groups or individuals. The health services, parent education and related social services which are required in subsidized programs are not generally offered in private sector programs.

Non-subsidized programs are licensed under the Community Care Facilities Act contained in the California Health and Safety Code (Section 1501 et seq). This Act regulates most of the children's day care facilities that do not receive state funding, including infant centers, preschools, family day care homes and day care centers. The licensing requirements for these programs are less stringent than those for subsidized programs, primarily in the staffing ratio requirements. As a result, program costs tend to be lower. The regulations were originally drafted for nurseries and centers that care for infants and preschool children. As of Fall 1983, Department of Social Services is developing regulations appropriate to school-age care. Although not required to do so by statute, the Department provides its licensing division with written policy regarding extended day care in the schools, which differs from care of younger children.

Non-licensed Programs

Certain child care programs do not require a state license, including: family day care homes providing care for the children of only one family in addition to the operator's own children; juvenile placement facilities approved by the California Youth Authority or by county juvenile halls; and any cooperative arrangement between parents where no payment for the care is involved.

A far greater number of programs remain unlicensed illegally. Most commonly, these are family day care homes. The National Day Care Home Study estimated that up to 90% of the family day care in the U.S. is provided by ". . .unregulated caregivers who operate informally, independent of any regulatory system or administrative structure."[19]

In California, it is a misdemeanor for a child care provider to operate without a valid license (California Health and Safety

Code, Section 1508). The offense carries a penalty of up to $500 and/or up to 180 days in jail (Section 1540). In practice, it is difficult to identify unlicensed individuals who provide child care services in their own home unless a parent, neighbor or other child care provider notifies the Department of Social Services. Alternately, law enforcement authorities may be notified of a serious incident such as an accident or child abuse. In light of the high demand for licensed day care, once an unlicensed operator is identified, the Department of Social Services encourages the operator to obtain a license rather than imposing criminal sanctions.

As more and more mothers find themselves raising their children alone and/or returning to work, the demand for licensed programs will increase, making it ever more important that regulations appropriate to school-age care be developed and that parents be educated about the importance of choosing licensed facilities.

INDIRECT SUBSIDIES

Parents may obtain an indirect subsidy for their child care expenses through income tax credits or the income disregard mechanism.

Income Tax Credit

The federal Child and Dependent Care Tax Credit, authorized by the Tax Reform Act of 1976, allows tax credits for parents and guardians for their child care expenses. In 1981, the Economic Recovery Tax Act increased the federal tax credits for child care, put the dependent care credit on a sliding scale, and made provisions for advanced payment of the credit. The total amount of allowable child care costs was set at $2400 per dependent, with a maximum of $4800 for families with two or more children.

In order for married couples to claim the tax credit, both partners must be employed (or looking for work), unless one is a full-time student or is disabled. For single parents, the child care expense must be needed for the parent to work or to seek employment. The tax credit is non-refundable.

In 1983, 3.8 million families, mostly in the middle and upper income brackets, claimed a federal income tax credit for child care. Many families cannot benefit from the federal tax credit since their incomes are too low to owe any income tax. In fact, in 1979, only 7% of the families claiming the dependent care tax credit had incomes under $10,000.[20]

The state income tax credit is similar to the federal credit but is much more limited (California Revenue and Taxation Code, Section 17052.6). The maximum credit is only 3% of employment-related expenses, which include child care. For families earning an adjusted gross income over $15,000, the credit is even less than 3%; families earning over $20,000 are not eligible for the state credit.

Income Disregard Mechanism

Parents who are eligible to receive AFDC may also benefit from the "income disregard mechanism". Families who use this mechanism purchase child care at the place of their choice--either licensed or unlicensed--and deduct the cost of care from their monthly earnings before their AFDC grant amount is computed. A parent may deduct up to $160 per month per dependent. Essentially, this deduction allows the parent to receive a higher AFDC payment because of his or her work-related child care expenses.

A relatively small number of families have their child care expenses subsidized by this method. Based on a sample of cases

drawn in October 1982, the Department of Social Services estimated that 8,320 families claimed the dependent care deduction during that month. Most of these (8,174) were single working parents who claimed an average child care expense of $118 per month. This represents only 1.8% of the single working parents who received AFDC claimed a child care deduction. The remaining 146 families who used the income disregard mechanism had two parents in the home, both unemployed. For these families, the average child care deduction was $60 per month.

SUMMARY

Although California spends more than $260 million on child care and development services annually, publicly funded programs still are not sufficient to fulfill the needs of all families. There are school-age children left unattended by adults after school and during school holidays and summer vacation. There are also preschool children who are left unattended by an adult for major portions of the work day. This problem is growing and will undoubtedly continue to grow.

Only 143,000 children can enroll in a state subsidized child care program each year. With the economics of family life in transition, this leaves a vast majority of California's children prey to the latchkey dilemma. Careful and constant attention must be paid to this problem in order to prevent emotional, cultural and educational harm to the next generation of children.

APPENDIX A

FOOTNOTES

Chapter 1

[1]Fenton, Autumn. "I'm Scared in the House All by Myself", New Women, July 1983, pp. 47-48.

[2]Long and Long, 1983b, p. 71.

[3]U.S. Department of Labor, October 1980: Table 29, Table 30 and Table 34.

[4]U.S. Department of Labor, October 1980, pp. 48, 51, 52 and Table 64.

[5]Long and Long, 1981, p. 2.

[6]America's Children, 1983, pp. 20-21.

Chapter 2

[7]Long and Long, 1983a.

[8]Long and Long, 1983a, p. 23.

[9]Long and Long, 1983b, pp. 51-53.

[10]Long and Long, 1983b, pp. 177-178.

[11]Woods, 1968 and 1972.

[12]Long and Long, 1983b, pp. 135-136.

Chapter 3

[13]U.S. Department of Commerce, Oct. 1982: Table 21.

[14]U.S. Department of Labor, Nov. 15, 1981.

[15]U.S. Department of Labor, March 1981: Tables 36, 37 and 38.

Chapter 4

[16]On a single day, there are approximately 78,800 subsidized licensed child care spaces. Non-subsidized licensed child care facilities have a maximum capacity of 417,775. The Department of Social Services does not compile information about the

actual number of children in the programs it licenses. The maximum capacity figures are based on the number of children each program is licensed to serve; actual attendance could be lower.

[17]California State Department, 1982, pp. 75 and 77.

[18]Lawrence, 1981.

[19]Singer, Fosburg, Goodson, Smith, 1980, p. 2.

[20]Murray and Stevenson, 1982, p. 1.

APPENDIX B

BIBLIOGRAPHY

Allen, Kathy. California State Department of Education. Personal Communication. September 2, 1983.

America's Children. A status report to the National Governor's Association, June 1983.

Beck, Rochelle. "The Child Care Policy Statement: An Analysis of Federal Policies and an Examination of Options for the 1980s." Unpublished dissertation, Harvard University, 1980.

California Department of Education. Annual Report on Publicly Subsidized Child Care Services: Part I, Child Development Programs, 1979-80. Sacramento: 1982.

California Department of Education. Child Care Development Services: Report of the Commission to Formulate a State Plan for Child Care and Development Services in California, 1978. Sacramento,1978.

Child Development Programs Advisory Committee. Alphabet Soup: Children's Services Glossary of Terms. Sacramento, July 1982.

Child Development Programs Advisory Committee. Child Care in California. Sacramento, February 1983.

Children's Defense Fund. The Child Care Handbook: Needs, Programs and Possibilities. Washington, DC: Children's Defense Fund, 1982.

Elkind, D. The Hurried Child. Reading, MA: Addison-Wesley Publishing, 1981.

Fenton, Autumn. "I'm Scared in the House All By Myself," New Women. July 1983, pp. 47-48.

Finklehor, D. Sexually Victimized Children. New York: The Free Press, 1979.

Galambos, N. L. and J. Garbarino. "Identifying the Missing Links in the Study of Latchkey Children." Paper presented at the annual convention of the American Psychological Association, Washington, DC, August 1982. ERIC Document No. 222273.

Garbarino, J. "Latchkey Children: Getting the Short End of the Stick?" Vital Issues. Vol. XXX, No. 3, 1980.

Garbarino, J. "'Latchkey' Children: How Much of a Problem?" The Education Digest. February 1981, pp. 14-16.

Gonzalez, Nicky with Edith Treviso. "Child Care: A Critical Need," Youth Law News. May-June 1983, Vol. III, No. 2, pp. 1, 2, 6 and 7.

Hamm, William G. "California Legislature: Analysis of the Budget Bill for the Fiscal Year July 1, 1983 to June 30, 1984. Report of the Legislative Analyst to the Joint Legislative Budget Committee." Sacramento, February 1983.

Hofferth, S. Day Care in the Next Decade. Washington, DC: Urban Institute, 1979.

Hughes, C. D. Children of Working Parents: Where are They? Phoenix, AZ: Association for Supportive Child Care, 1982.

Kammerman, Sheila B. "The Child-Care Debate: Working Mothers vs. America," Working Women. November 1983, pp. 131-135.

KNXT. News Series on the Latch Key Child. Los Angeles: CBS Television Stations, 1983.

Langway, L. with P. Abramson and D. Foote. "The Latchkey," Newsweek. February 16, 1981, pp. 96-97.

Lawrence, Merle. "School Age Children--The Invisible Child." The Children's Council of San Francisco, September 1982.

Lawrence, Merle. "Summary of Trends--Statewide Statistical Report (1981)." San Francisco, CA. Child Care Resource and Referral Network, 1982.

Long, Thomas J. and Lynette. Latchkey Children. Urbana, IL: Clearinghouse on Elementary and Early Childhood Education, College of Education, University of Illinois. To be published as a chapter in "Current Topics in Early Childhood Education," Vol. V, 1983. Lilian G. Katz, editor, Ablex Publishing Corporation, Norwood, NJ.

Long, Thomas J. and Lynette. "Latchkey Children: The Child's View of Self-care." ERIC document no. 211229, 1981.

Long, Thomas J. and Lynette. The Handbook for Latchkey Children and Their Parents. New York, NY: Arbor House, 1983(b).

Lopata, H., editor. Family Factbook. Center for the Comparative Study of Social Roles, Marquis Academic Media, Marquis Who's Who, Inc., Chicago: 1978.

McMurray, G. and D. Kazanjian. Day Care and the Working Poor: The Struggle for Self-sufficiency. New York: Community Service Society of New York, 1982.

Medrich, E. A. and V. Rubin. "Services for Children: Responsibilities and Capacities of State and Local Government in California: A Research Proposal to the California Policy Seminar." Children's Time Study, University of California, Berkeley, March 1983.

Murray, Kathleen and Carol S. Stevenson. "Proposal: Public Information Handout, Child and Dependent Care Tax Credits." San Francisco, Child Care Law Center, December 7, 1982.

Perrault, G. "After-school Day Care: Examining the Issues," The Networker. Vol. IV, No. 3, Spring 1982.

Rogoff, B., Sellers, M., Pirotta, S., Fox, N., and S. White. "The Age of Assignment of Roles and Responsibilities to Children: A Cross-cultural Study," Human Development. Vol. 18, 1975, pp. 353-369.

School-age Child Care Project. "An Overview of Current and Projected Needs for School-age Child Care." Wellesley, MA: January 1983.

Singer, Judith D.; Fosburg, Steven; Goodson, Barbara Dillon; and Janet M. Smith. Final Report of the National Day Care Home Study, Volume 2, Family Day Care in the United States: Research Report. Cambridge, MA: Abt Associates, August 1, 1980.

U.S. Department of Commerce, Bureau of the Census. "Projections of the Population of the United States 1982 to 2050 (Advance Report)," Current Population Reports. Series P-25, No. 922. Washington, DC: U.S. Government Printing Office, October 1982.

U.S. Department of Commerce, Bureau of the Census, October 1980, unpublished data. Cited in School-age Child Care Project, "An Overview of Current and Projected Need for School-age Child Care," Wellesley, MA: January 1983.

U.S. Department of Labor, Bureau of Labor Statistics. "Perspectives on Working Women: A Databook." Bulletin 2080. Washington, DC: U.S. Government Printing Office, October 1980.

U.S. Department of Labor, Bureau of Labor Statistics, March 1981. Cited in "An Overview of Current and Projected Need for School-age Child Care."

U.S. Department of Labor. News. USDL 81-522, Washington, DC: November 15, 1981.

Weisner, T. S. and R. Gallimore. "My Brother's Keeper: Child and Sibling Caretaking," Current Anthropology. Vol. 18, No. 2, June 1977, pp. 169-190.

Wellborn, S. N. "When School Kids Come Home to an Empty House," U.S. News and World Report. September 14, 1981, pp. 42 and 47.

Whiting, B. and C. Edwards. "A Cross-cultural Analysis of Sex Difference in the Behavior of Children Aged Three Through Eleven," Journal of Social Psychology. Vol. 91, 1973, pp. 171-188.

Woods, M. B. "The Unsupervised Child of the Working Mother." Doctoral Dissertation, Bryn Mawr College, 1968. University Microfilms, No. 69-9058.

Woods, M. B. "The Unsupervised Child of the Working Mother," Developmental Psychology. Vol. 6, 1972, pp. 14-25.

Zigler, E. F. and E. W. Gordon, editors. Day Care: Scientific and Social Policy Issues. Boston, MA: Auburn House Publishing Company, 1982.

Zill, N. American Children: Happy, Health and Insecure. New York: Doubleday-Anchor, 1983.